

## 1.0 Introduction

The Introduction of the Goodyear General Plan 2003-2013 provides the foundation for the elements and implementation program that will guide growth and development decisions within the City's approximate 135-square mile planning area. This document has been prepared to comply with Growing Smarter/Growing Smarter Plus ((Arizona Revised Statutes (ARS) 9-461.05)) that mandates the preparation, adoption and voter ratification of a general plan by the City of Goodyear and its residents. The Introduction consists of seven sections:

- **General Plan Use and Reference** - Describes how the plan is to be used by City residents, property owners, economic developers, City staff and appointed and elected officials.
- **Regional and Historical Overview** - Describes the evolution of the City over time, including its general location, population growth, and land use pattern.
- **General Planning Background** - Describes the history of previous Goodyear General Plans and lists the statutory requirements (i.e., Growing Smarter, Growing Smarter Plus) for the preparation of updated general plan elements.
- **Planning Area Boundaries** - Describes the planning area limits of the General Plan.
- **Map Atlas Preparation** - Describes the methods used to collect, organize, and evaluate information used for this document.
- **Vision, Goals, Objectives and Policies Overview** - Describes the values that are important to the community and the definitions of goal, objective, and policy.
- **General Plan Organization** - Describes the standard format used to present each element and an explanation of how each element is organized throughout the remainder of the General Plan.

## 1.1 General Plan Use and Reference

The General Plan represents a guide to effectively manage long-term growth and, to a limited extent, revitalization over the next 10 years. However, the City may choose to update this document prior to the year 2013 based on changing internal and external characteristics.

The State of Arizona has mandated that a general plan be prepared by the City to include community goals and development policies with maps, diagrams and text setting forth objectives, principles, standards and plan proposals. In the past, the primary component of the plan that was consistently referenced was the land use map, and sometimes only on a limited basis. Communities now understand that their quality of life is linked to the strength and commitment it places on long-term planning. Not only land use, but other factors such as circulation, water resources, parks and open space, public services, and the environment all play a direct or indirect role in the ultimate development pattern of the City.

The provisions of this document are extremely useful for all internal and external users including:

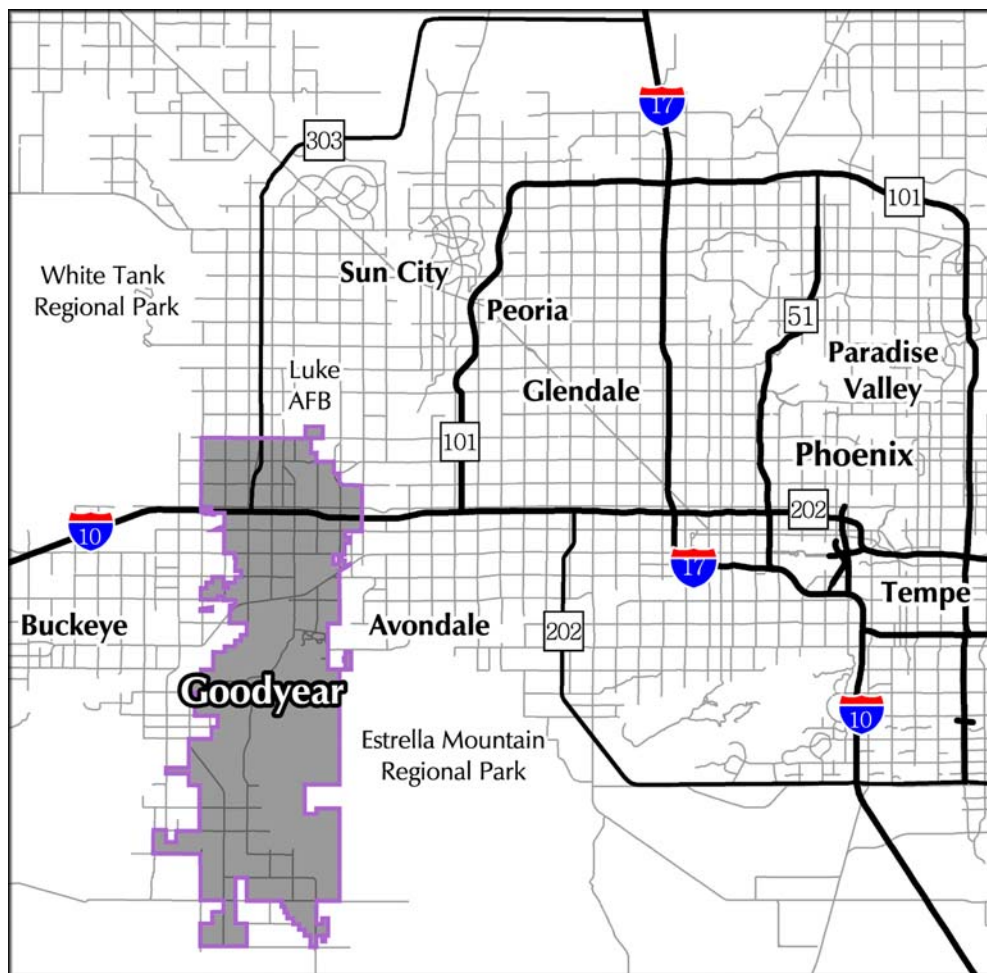
- **Residents** – This document will aid in understanding the long-term residential, employment or public/quasi-public uses that might be located adjacent to or within proximity to their homes; identifying long-term transportation improvements that could provide enhanced mobility and access; and increasing awareness of military and commercial aviation operations that could impact their neighborhoods.
- **Property Owners** – Property owners will understand the long-term land uses recommended for their property and adjacent areas; identify the long-term function of the vehicular roadway network and its ability to provide direct or indirect access; recognize the need for public facilities and services, and parks and open space to maintain the City's desired level of service; appreciate the desire of the City partner with the State and school districts to provide high quality facilities in a timely manner to serve its children.
- **Economic Developers** – Economic developers will understand the value the City places on its employers and residents to protect

neighborhoods and the investments made to enhance job growth; protection of its air, water and land; and the quality of its schools, parks and other amenities that make the City a great choice for expansion and relocation.

- **City Staff** – The General Plan is the adopted policy direction for City staff to use when evaluating the permits of rezoning requests and development proposals and their impacts on infrastructure and services. The plan also identifies related considerations including schools, overflight, jobs, housing balance, etc. These factors are then presented to the Planning and Zoning Commission and City Council for their review and consideration.
- **Planning and Zoning Commission** – The Commission may use each of the 10 elements contained within this document to review, consider and determine the most appropriate uses to be located within the City. While the maps are very effective to communicate the intent of the City relative to appropriate uses, it is the goals, objectives and policies that will provide additional guidance to the Commission. The ability of a proposal to illustrate its compliance with the land use map along with the breadth of the goals, objectives and policies contained within the 10 elements will provide guidance to the Planning and Zoning Commission in its deliberations.
- **City Council** – Using the City staff report and pertinent information presented to the Planning and Zoning Commission, with the resulting Commission recommendations and citizen input, the City's elected officials will be able to make informed decisions for its existing and future residents.

## 1.2 Regional and Historical Overview

The City of Goodyear is a rapidly growing community located approximately 20 miles west of downtown Phoenix in western Maricopa County, Arizona. The expanding patterns of growth and subsequent roadway extensions in the Phoenix Metropolitan Area have increased both the visibility and access of the community, with its focus on quality jobs and housing adding to its attractiveness.



The incorporated area of Goodyear exhibits an elongated rectangular shape, ranging between 6 and 7 miles from east to west, and 22 miles from north to south. The majority of its land area exhibits slopes less than 3 percent, draining to the middle of the planning area where the Gila River flows from east to west. However, a portion of the land area surrounding the Sierra

Estrella Mountains south and east of the Gila River exhibits moderate to excessive slopes. Goodyear's natural vegetation includes primarily Sonoran Desert species such as cacti, creosote bush and palo verde. Plant species located along the Gila River include cottonwood, willow, mesquite, and salt cedar.

The Arizona Game and Fish Department recognizes that the Goodyear Planning Area contains three animal species that are designated as "special status." Special status refers to species that are threatened by human activities. These species include the Desert Tortoise (turtle), Western Least Bittern (bird), and Yuma Clapper Rail (bird). The Endangered Species Act (ESA) considers the Sonoran Desert Tortoise and Western Least Bittern as Species of Concern. These species inhabit the areas surrounding the Gila River.

Agricultural cropland has historically been a vital part of Goodyear and the surrounding area. The historic use of the land for irrigated agriculture (i.e., cotton, vegetables, fruit, and alfalfa) and extensive recent development have replaced the natural vegetation with introduced cropland and propagated drought tolerant species. The majority of the remaining native vegetation is located within the foothills and washes that drain the Sierra Estrella Mountains.

The history of human occupation in the region began in 500 A.D. when the Hohokam Indians inhabited the Salt River Valley. Many petroglyphs exist in White Tank Mountain Regional Park located northwest of the City. A portion of Estrella Mountain Regional Park, administered by the Maricopa County Parks and Recreation Department, is located within the planning area and serves as a reminder of the cultural history and natural environment of the area.

Like the Hohokam Indians, early European settlers made their livelihood hunting and trapping on the Gila and Agua Fria Rivers. Later, settlers arrived to establish homesteads on the fertile soil north of the river. Several farm operations remain in western Goodyear. These working vegetable, fruit, cotton farms, and research centers assist in showcasing Goodyear's extensive agricultural roots.

Goodyear was founded in 1916 by Goodyear Tire and Rubber Company for the farming of cotton. Later, a naval air station was established in Goodyear and a subsidiary, Goodyear Aircraft, began manufacturing flight decks for Navy seaplanes. Goodyear Aircraft is now Lockheed Martin Corporation, one of Goodyear's largest employers. Aerospace and food processing industries, and its proximity to California markets, have provided Goodyear with a strong economic base and have contributed to its rapid growth.

The City incorporated on November 19, 1946. At the time of its incorporation, Goodyear consisted of 151 homes and 250 apartments. Local amenities included a grocery store, drug store, barbershop, beauty shop and a service station. In addition, there were 25 Wingfoot Homes and the Goodyear Farm Trailer Court located on Litchfield Road south of Yuma Road.

Over the past twenty years, Goodyear has experienced tremendous growth. The 2000 Decennial Census showed that Goodyear had grown from 2,747 persons in 1980 to 18,911 residents by 2000, resulting in a twenty-year growth rate of 590 percent (or a 30 percent compounded annual growth rate). Goodyear now has nearly 31,600 (January 2003) residents within its boundaries. A major factor in this sudden burst of growth has been the availability of large tracts of reasonably priced land, freeway access, and infrastructure facility availability.

In the mid 1980's the development of Estrella Mountain Ranch was initiated. Located six miles south of Interstate 10 (I-10), Estrella Mountain Ranch has provided many new homes for Goodyear residents. In the 1990's, Palm Valley was planned and approved, leading to significant residential and employment growth north of I-10. Both of these areas have contributed heavily to the increase in Goodyear's population.

Currently Goodyear's incorporated area contains approximately 117 square miles (74,900 acres) of land. The three largest employers within the City include the State of Arizona-Perryville Prison, McLane Sunwest (a division of Wal-Mart) and Lockheed Martin Corporation.

### 1.3 General Planning Background

The initial Goodyear General Plan was adopted in 1977 as a result of a 1974 mandate by the Federal government. The plan was revised in 1985 to guide the future growth of Goodyear. The growth that the City experienced from 1980 (2,747) to 2000 (18,911) totaled nearly 590 percent, producing a 30 percent compounded annual growth rate.

The 1985 plan integrated summaries of 13 different planning topics including land use, zoning, water, wastewater, transportation, flood control, industrial development, public safety, parks and recreation, education, cultural, health services, and communications. The plan also identified several growth constraints including:

- Traffic and noise from Luke Air Force Base, Phoenix-Goodyear Airport, I-10, and the Union/Southern Pacific Railroad.
- Floodways from the Gila River, Aqua Fria River, and the east and west drainage ways.
- The recreational and archaeological areas of Casey Abbot Park, and Estrella Mountain Regional Park.

The City of Goodyear Community Planning Program and Center City Area Plan replaced the 1985 Plan in 1990. The plan included seven sections: Introduction, Physical Setting, Land Use, Opportunity and Constraints, Community Planning Program, Goodyear Community Plan, and Center City Area Plan. The Community Planning Program, the Community Plan, and the Center City Area Plan included the following topic areas: phasing plan, review procedure, modifications, land use, circulation, open space, public facilities and services, and implementation.

In May 1998, the Goodyear City Council adopted its existing general plan. The 1998 General Plan included land use, economic development, transportation, and public facilities elements to guide growth and development. In 2000, due to tremendous growth pressure and revised state legislation, Goodyear City officials concluded that an update of the existing General Plan was necessary.

Over the past several years, the State of Arizona has adopted additional standards (i.e., Growing Smarter (1998), Growing Smarter Plus (2000), and

House Bill (HB) 2601 (2002)) to guide the timing and preparation of general plans by cities and towns. These new standards are based on population and growth rates over the preceding 10 years. The most recent legislation, HB 2601, extended the deadline for the adoption of updated General Plans, clarified language regarding the water resources element, and revised the requirements for the 60-day draft document review period. In compliance with the Growing Smarter/Plus legislation, the City of Goodyear was required to provide the following components during this planning process:

- Preparation and City Council Adoption of a Public Participation Plan
- Inclusion of the following elements (at a minimum):
  - Land Use
  - Circulation
  - Park and Open Space
  - Water Resources
  - Public Services
  - Cost of Development
  - Environmental Planning
  - Growth Areas
  - Housing (Optional)
  - Community Character (Optional)
    - Adoption of the General Plan in July 2003
    - Public Vote on the General Plan in November of 2003

In order to comply with the provisions of state statutes and sound general planning practice, the City of Goodyear engaged in the update and augmentation of its 1998 general plan in October 2001. The planning process included the following tasks:

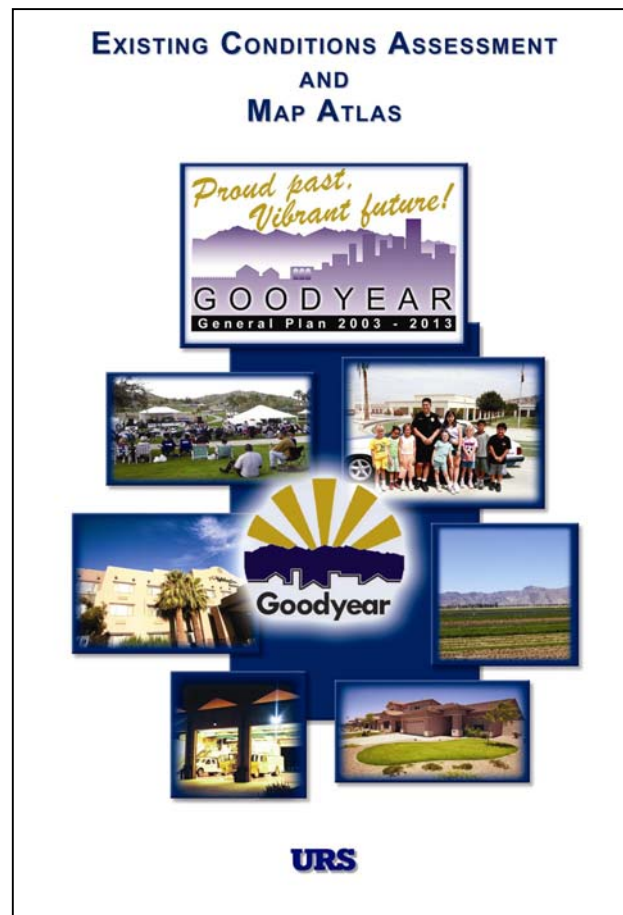
- Public Participation Program
- Existing Conditions Assessment and Map Atlas
- Preliminary Vision, Goals, and Objectives
- Land Use/Circulation Alternatives Evaluation
- General Plan Element Preparation
- Implementation Program
- Planning and Zoning Commission/Agency Review
- City Council Review and Adoption
- General Plan Publication
- Public Vote of the General Plan

## 1.4 Planning Area Boundaries

The Goodyear Planning Area includes approximately 135 square miles of land (86,400 acres). The incorporated area of the City includes approximately 117 square miles (74,900 acres) and several islands of unincorporated land comprising approximately 430 acres. The following 10 townships are partially or entirely included within the planning area: T.2N., R.1W., T.2N., R.2W., T.1N., R.1W., T.1N., R.2W., T.1S., R.1W., T.1S., R.2W., T.2S., R.1W., T.2S., R.2W., T.3S., R.1W., T.3S., and R.2W. The general boundaries of the planning area include Camelback Road on the north, Patterson Road on the south, Dysart and Litchfield Roads on the east, and Perryville Road on the west, as shown on Figure 1-1, *Planning Area*.

## 1.5 Map Atlas Preparation

A significant amount of effort was invested in the preparation of the Map Atlas task of this project, which is available at the City. The intent of this effort is to create: 1) a comprehensive review of pertinent environmental, physical, and socioeconomic data and mapping that provided support for key issues; 2) the foundation for the range of circulation and land use alternatives; and 3) the preparation of plan elements and supportive implementation activities presented in this document. The Map Atlas is also intended to serve as a valuable resource for City staff, elected and appointed officials, and residents to research information for prospective new or expanding employers, grant applications, and municipal strategic planning efforts. The maps presented in the document were created using ArcView Geographic Information System (GIS) software.



## Figure 1-1 Planning Area

## 1.6 Vision, Goals, Objectives and Policies

The City used its previously developed vision statement to frame the General Plan goals and objectives. The vision statement identifies the key values that the community would like to protect in the future. It states:

***“Goodyear is an adaptable community that strives to maintain its traditional values - independence, family, free enterprise, and community involvement - while creating a unique blend of residential, cultural, industrial, open space/recreational, commercial, and agricultural opportunities.”***

The inclusion of goals, objectives, and policies within each element of the General Plan is very important. The goals relate to the key issues that were identified by the community’s residents, along with business and property owners, throughout the planning process. The objectives and policies provide the supportive foundation to achieve the goal. Each of the 10 elements serve an important role and provide mutual support through their supportive goals, objectives, and policies. One of the most valuable components of this document is the ability to provide guidance for city staff, and appointed and elected officials.

In the review and determination of acceptable development, per Growing Smarter/Growing Smarter Plus legislation, the proposal must conform to the relevant map **and** to the pertinent goals, objectives, and policies, or demonstrate why the existing plan or its components are not in the best long-term interests of the community.

Due to the evolution of the physical, economic, and political environment of the planning area and the maximum life of this document (10 years), future updating of the goals, objectives, and policies should be evaluated.

The definitions for the terms “goal,” “objective,” and “policy” as they are used in the Goodyear General Plan 2003-2013 are described below:

**Goal:** A desired end or target that, if pursued over the long-term, will contribute to the attainment of the community vision.

**Objective:** A desired short-term end that, if accomplished in conjunction with other objectives, causes a goal to be achieved.

**Policy:** A specific statement that guides decision-making to implement the general plan.

## 1.7 General Plan Organization

The Goodyear General Plan 2003-2013 is organized into 13 tabbed chapters to organize the document in an easy-to-use format. Each of the general plan chapters is presented with four sections as outlined below:

- **Background** - Presents a concise summary of pertinent related supportive information
- **Goals, Objectives and Policies** - Provides the guiding statements of each element that assists City staff, Planning and Zoning Commission and City Council.
- **Plan Element** - Analyzes and describes the text and graphic images that will guide future growth and revitalization.
- **Element Implementation Activities** - Identifies the near (1-5 year) and long-term (5-10) year listing of actions that achieve element goals and objectives.

A summary of each chapter's contents is identified below:

**2.0 Land Use Element** - Demonstrates a balanced and logical pattern of existing and future uses illustrated through the land use map and includes supportive text and charts. It also identifies programs and policies to promote infill and compact development.

**3.0 Circulation Element** - Provides a general location and extent of existing and proposed freeways, arterial and collector streets, bicycle routes, and other modes of transportation.

**4.0 Open Space Element** - Presents a comprehensive approach to maintaining the existing level of park service and provides important community and regional open space connections.

**5.0 Water Resources Element** - Evaluates the existing groundwater, imported surface water and effluent supplies, and identifies how future growth will be adequately served by available water supplies.

**6.0 Housing Element** - Evaluates the existing housing supplies and demands and includes a future housing development strategy. The element identifies how the City will accommodate the demand for housing that serves a variety of household types and income groups.

**7.0 Public Services Element** - Identifies the need for public facilities within the planning area including public safety, administration, healthcare facilities, and framework public utilities.

**8.0 Cost of Development Element** - Addresses the potential impacts of the established community and the ability of development to pay its proportionate share for public facilities and services.

**9.0 Environmental Planning Element** - Provides an evaluation of existing and potential impacts of the established community upon the natural environment and addresses anticipated effects of existing and proposed land uses within and outside the City on air quality, water quality, and other natural resources.

**10.0 Growth Areas Element** - Utilizes the land use element to identify the most beneficial areas for future development in terms of infrastructure, transportation, and public facilities.

**11.0 Community Character Element** - Identifies key components of the City's proposed land use, transportation, and parks and open space that will shape the environment to its urban pattern and natural conditions.

**12.0 Implementation Program**- Presents a prioritized 5-year listing of activities that represent the actions necessary to achieve the recommendations presented in the 10 general plan elements.

**Appendix**- Identifies the supportive information of the Goodyear General Plan 2003-2013 including the Glossary of Terms, the adopted Public Participation Plan, and Roadway Cross Sections.